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COMMANDERS DIGEST

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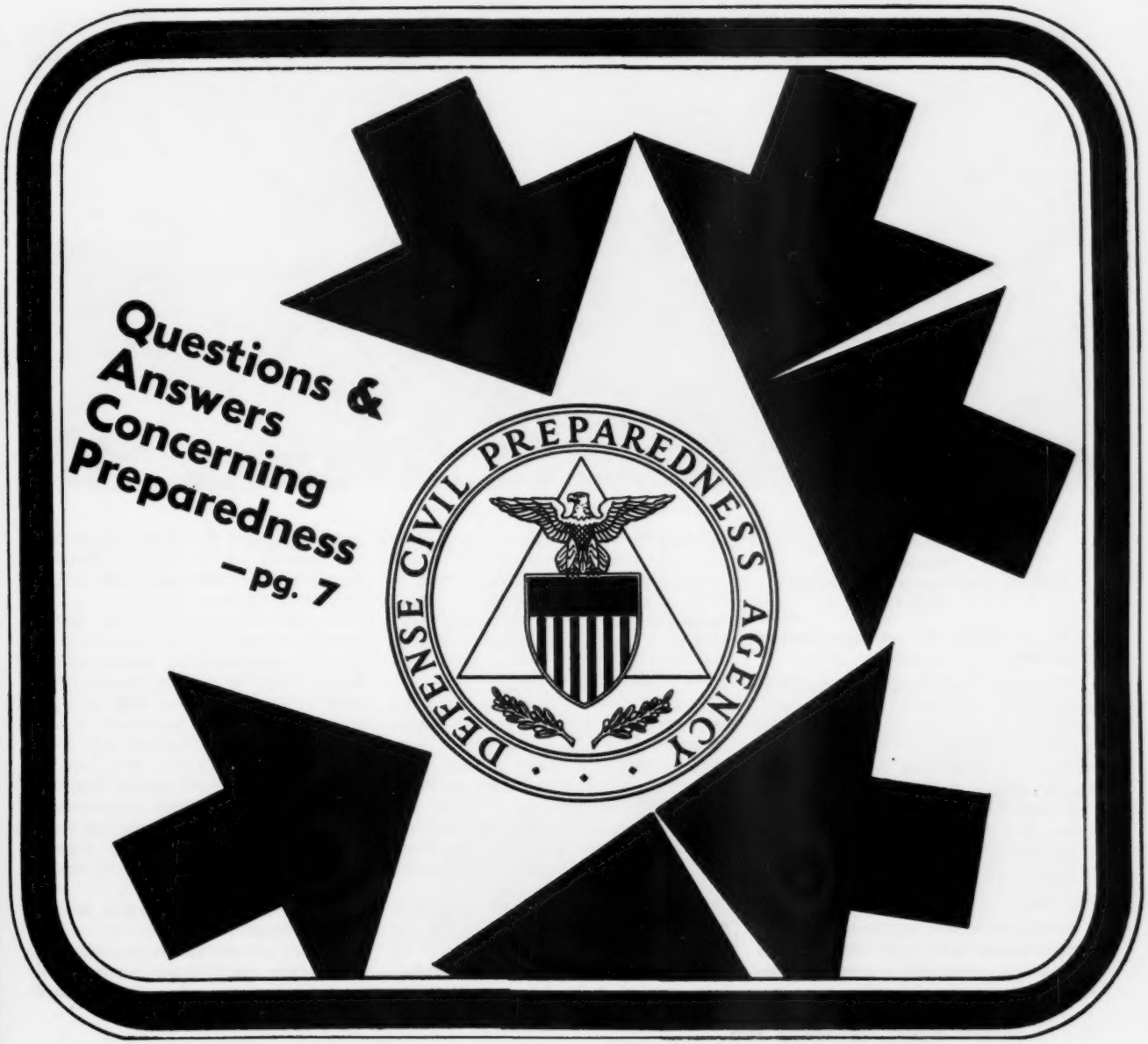

THE COMMANDER & CIVIL DEFENSE PREPAREDNESS
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For Commanders

Military Aid During Civil Disasters

BY JOHN E. DAVIS
Director,
Defense Civil Preparedness Agency
(DCPA)

No community is ever fully prepared for disaster.

The major flash floods we read about always seem to involve water levels higher than ever recorded locally. Tornadoes strike more quickly, or with greater force, and over a wider area than anyone believed possible. Hurricanes produce waves and coastal damage of awesome proportions. And the same applies to fires, explosions and blizzards.

This is an age of superlatives, good and bad.

So add one more superlative: As peacetime disasters get worse, they become more costly—especially in terms of property losses. They're also getting more numerous, thanks to such practices as stripping of natural cover in watersheds, building on flood plains, transporting of more dangerous substances in greater quantities over longer distances, setting of fires caused by more people and processes—all by-product of a burgeoning society.

In 1972, for example—the worst disaster year in U.S. history—there was an estimated $3.5 billion in property damage sustained in 4 major natural disasters, the most ever declared by the President. This does not count lives lost and property damage sustained in hundreds of lesser disasters which did not attain officially declared "major" status during the same period.

In the major disasters last year, flash floods alone claimed 236 lives at Rapid City, South Dakota, and 11 more at Buffalo Creek, West Virginia. Flooding from tropical storm Agnes claimed 118 lives and caused some $3.1 billion damage—mainly in the heavily populated East—making it the most costly natural disaster in American history.

On the positive side, early warning systems for disasters are constantly improving, especially for hurricanes and floods. There is growing recognition of what Federal, state, and local civil preparedness can do to coordinate disaster planning and bring together key public and private agencies to work on this "ounce of prevention." And finally, after disaster has struck, there are constantly improving programs for restoring essential facilities and helping to alleviate some of the worst personal hardships, both physical and financial.

Now how does this affect you, the military commander?

Because you and the forces under your control are essential for protection of life and property when disaster over-

RESCUE—A heart attack victim is carried from a flooded area of New Orleans after Hurricane Betsy struck that city in September 1965. Such cooperation by military personnel and civilians is typical in peacetime disaster activities.

whelms civil authority. The National Guard is on the front lines of any major peacetime disaster; and the commanders and men of Army, Navy, Air Force, or Marine units are also frequently called on by civilian authorities to provide the instant, organized assistance that a well-trained and equipped military force is so capable of providing.

Military commanders have always been ready to respond to civilian needs in emergency, within their authorized capabilities. There are limiting factors, however. As an example, few civilians realize that in the past decade, the ratio of Service personnel and their dependents to the total U.S. population has never exceeded 3.9 percent—even though the Vietnam conflict was going on. In 1971, the most recent year recorded, the ratio was only 2.7 percent.

Clearly, the military capability to assist civilian government, even in peacetime, is limited. In event of enemy attack, the primary mission of the Armed Services would be to defend the Nation against the external military threat, and civil government could expect even less direct help.

It is therefore in the interest of our Defense establishment, and most important to the American people, that civil government and civilian resources be as effectively organized and ready as possible to contend with major disasters or nuclear attack. The civil preparedness structure at Federal, state, and local levels of government provides the organization, systems, and people to do this, and also provides single points within the Federal Government, and state and local governments, with which military commanders can deal in conducting disaster

Former Governor

John E. Davis Heads Civil Prepardness Agency

A two-term Governor of North Dakota (1956-1960) and National Commander of the American Legion (1966-1967), John E. Davis first came to the Department of Defense on May 20, 1969, as Director, Office of Civil Defense, Office of the Secretary of the Army.

He assumed his current post of Director, Defense Civil Preparedness Agency when the Office of Civil Defense was disestablished and DCPA took its place at DoD level.

Born in Minneapolis, Minnesota, on April 18, 1913, Mr. Davis was graduated from the University of North Dakota in 1935, with a degree in Business Administration. Prior to his Defense appointment, he was President of the First National Bank in McClusky, North Dakota, with other interests in life insurance, farming, and ranching.

John E. Davis

Mr. Davis entered the Army as a lieutenant in 1941 and left the Service in 1945 as a lieutenant colonel of infantry. He received the Silver Star for valor with the 35th Infantry Division in Europe and also earned the Bronze Star, Purple Heart, Combat Infantryman's Badge, Distinguished Unit Citation, and battle stars for four campaigns in the European Theater of Operations.

In 1946, he was elected mayor of McClusky, North Dakota. In 1952 he was elected to the North Dakota Senate, and four years later became Governor of the state. Both his father and grandfather had preceded him as state legislators.

For DCPA

Ms. Sheldon, Deputy Director

Georgiana H. Sheldon, Deputy Director of the Defense Civil Preparedness Agency, was appointed Deputy Director of the former Office of Civil Defense in September 1969.

Like Governor Davis, she transferred in position when the new DCPA organization was established in 1972 at DoD level.

Born in Lawrenceville, Pennsylvania, Ms. Sheldon was educated in New York State. She holds an A.B. degree from Keuka College in New York, and a M.A. degree in personnel administration from Cornell University.

She has been employed as Associate Director of Admissions at Keuka College and Director of Admissions and Registrar at Stetson University College of Law, St. Petersburg, Florida.

Her broad responsibilities as DCPA Deputy Director include those for overall DCPA personnel management and equal opportunity employment. She also has served on the Secretary of the Army's Advisory Committee on the Federal Women's Program.

Ms. Georgiana H. Sheldon

planning and operations. This is one of the main reasons why the Defense Civil Preparedness Agency (DCPA) is part of the Department of Defense.

It is especially important that commanders understand the civil preparedness concept as it applies to local government. The idea is still prevalent that local civil preparedness personnel somehow constitute a mysterious reserve force that would "come in" and "take over" from existing local officials when the going gets rough.

The fact is that the civil preparedness director in most communities may have, at best, a limited professional staff of only two paid staff members, plus volunteers. Often the civil preparedness director is the only staff member, and is assisted in his immediate office by volunteers. Yet, in his role as an advisor to the local chief executive (mayor, city manager, county commissioner), his job is important out of all proportion to numbers. In a typical community, he is the only city or county official whose primary responsibility is worrying about the facilities, training, supplies, and plans needed to marshal a community's physical and human resources on short notice, if a disaster occurs.

Other public officials such as the police chief, fire chief, and public works director, have too many everyday problems to address and therefore can devote little if any attention to community preparedness—especially where the chance of a major disaster appears "remote"—just as a military commander usually is engrossed in his primary missions.

It's the local civil preparedness director's responsibility to:

- Persuade local government department heads and key officials of local business, industry, and organizations to face the unfamiliar all-community problems which can be posed by a major disaster;
- Bring them together to plan for emergencies;
- Train key personnel to execute emergency plans in a threatening or actual disaster; and
- Provide the communications and protected Emergency Operating Center where they can function as a disaster response team.

Military facilities and their commanders, as part of a local community, should always take an active part in local civil preparedness planning.

In time of disaster, the local civil preparedness director has the responsibility for coordinating the many necessary public and private functions, including the off-base operations of military forces. In this role, he does not assume command of operational functions. His role is that of a coordinator of local resources—acting for the local chief executive. In time of disaster, the chief excutive may assume the chief coordinating role, with the civil preparedness director assisting him.

On the one hand, the local civil preparedness director is prepared to serve as chief of staff to the mayor or city or county executive by advising him on the quick and vital decisions under unfamiliar conditions a disaster always demands. On the other hand, he should be ready to see that those decisions are carried out by operating department heads, without duplication, conflict, or omission.

A well-functioning local civil preparedness organization should have some kind of Emergency Operating Center (EOC), protected at least against radioactive fallout and severe weather hazards. These EOCs have communications capabilities which permit the principal operating elements of the community, including the news media—especially radio and TV stations—to reach the public, even if electric power is disrupted. In this regard, DCPA, through a federally funded program, has provided fallout protection and emergency generators for about 600 key radio stations to bolster civil officials' capability of reaching the public through battery-operated transistor radios.

The EOC is where the action is in a

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civil emergency, and it's important that local military commanders be represented there by key staff officers. DCPA has provided matching funds for more than 1,100 of the Nation's 3,800 EOCs that exist or are in process of being constructed.

As in any well-run military operation, key personnel assigned to an EOC must be well-trained and should participate in emergency exercises from time to time. This assures efficient teamwork and makes sure those designated are capable of effective decision-making under unfamiliar and often chaotic circumstances. DCPA sponsors disaster simulation exercises both for local governments and at state-level seminars. Professional courses in all phases of civil preparedness are also available at the DCPA Staff College in Battle Creek, Michigan.

Besides operational training, there are a variety of other DCPA programs, designed to help local civil preparedness directors meet their disaster responsibilities, which should be familiar to commanders. Among the most important are:

- On-Site Assistance, a comprehensive procedure for evaluation by Federal and state personnel of a community's preparedness for disaster and for developing an action plan to increase emergency operating capabilities.
- Federal matching funds for civil preparedness personnel, equipment, and administrative expenses.
- Federal surplus or excess property donated or loaned to local civil preparedness organizations. The communications gear or electrical generators, for example, which military forces have found surplus to their operations, thus continue to serve the needs of the American people through their civil governments.
- Federally funded surveys are being conducted under a program which began June 15, 1973, to evaluate buildings in a community for their capability to protect occupants from

U.S. Army Photo

Fort Rucker, Alabama, soldier searches for belongings after a hurricane hit a mobile home park in January 1972.

blast, fire, and initial radiation effects of a nuclear attack, as well as severe windstorms and, in some areas, earthquakes. This is a logical follow-on to surveys of buildings for inherent fallout protective value which have been conducted for DCPA over the past 11 years by the Army Corps of Engineers and Naval Facilities Engineering Command. These same military elements, under contract to DCPA, are in charge of the new, expanded survey. During this past summer, students surveyed buildings in 70 selected metropolitan areas in 38 states.

Just as military elements within the Defense Department have been and continue to be useful to the Nation's civil preparedness program, so do civil preparedness units have some special skills useful to the military. Foremost among these are the radiological monitoring teams, originally set up to check on radioactive fallout levels after a nuclear attack, now found useful in case of an accident involving a nuclear reactor or transportation of nuclear materials.

Commanders wishing to bring themselves up-to-date on these matters will find that excellent guidance is now available (See Box on Page 7) for all those responsible for disaster preparedness. DCPA has published the following booklets of special value to commanders:

U.S. Air Force Photo

NO TEST—Col. Henry B. McDaniel Jr., Ellsworth AFB, South Dakota, base civil engineer, was attending a disaster preparedness meeting when flash floods hit Rapid City in June 1972. He served as a member of the local disaster control team for the next 48 hours.

- *Introduction to Civil Preparedness* (CPG 1-1), and *Standards for Local Civil Preparedness* (CPG 1-5), which are the definitive, detailed guidance for professionals responsible for the safety of a community.
- *Summary for Public Officials of Standards for Emergency Preparedness* (CPG 1-4). This is a companion piece to the "Standards" listed first, but does not contain as much technical data and is intended more for top policy makers, such as mayors or county supervisors.
- *Disaster Operations—A Handbook for Local Governments* (CPG 1-6). This is *must* reading for any commander concerned with maintaining effective liaison with local civilian authority in a major disaster. The booklet includes emergency checklists and information covering nuclear attacks and 13 specific types of peacetime crises.

As America moves to meet the increasing number of severe disasters and hazards of modern industrial living, it is clear that military men will continue to be called many times for assistance. Commanders will be asked to help within a framework of local civil preparedness which is becoming increasingly adept at marshalling local resources and manpower so that even major disasters need not be totally disastrous.

DCPA Provides Disaster Prepardness Planning

The Secretary of Defense announced on May 5, 1972, the establishment of the Defense Civil Preparedness Agency (DCPA) as a new agency within DoD.

"The director of that agency will report directly to me. He will be responsible for providing natural disaster preparedness planning assistance to state and local governments as well as discharging the civil defense functions assigned to me under executive order (EO 11575)," the secretary said.

Further reference was made to Public Law 91-606, the Disaster Relief Act of 1970.

"It is my belief that the Department of Defense can and should contribute to total civil disaster preparedness—civil defense and natural disaster," the Defense Secretary said.

The Secretary said the limited changes proposed include:

- Enhancement of state and local capability in attacks and other disasters;
- Reorientation of the program to emphasize—wherever possible—available protection from nuclear weapon effects and natural disasters; and
- Shifting of some ongoing programs to systems that would only be implemented in a crisis in order to reduce peacetime costs and prevent rapid obsolescence.

Major elements of the program announced in 1972 included:

- Maintenance of the current shelter system, but reorienting marking, stocking and home survey programs toward crisis implemented activities;
- For shelter survey, creation of state engineer support groups to give participating states the in-house capability to replace Federal engineering support currently provided;
- Use of analytical techniques to determine the most likely hazards for each community in event of nuclear war, e.g., blast, fire, fallout; and
- Development of guidance for local governments based on risk analysis, to include evacuation planning guidance for high risk areas.

Defense Civil Prepardness Agency

Commanders Digest:—What's the significance of the name change from Office of Civil Defense to Defense Civil Preparedness Agency?

Answer: *The change from "Office" to "Agency" denotes full recognition as an essential element of the total defenses. The change from "Civil Defense" to "Civil Preparedness" helps acquaint people with the new, broader concept of both peacetime and wartime readiness. Finally, the nine other Department of Defense agencies all have "Defense" as the first word of their title—Defense Nuclear Agency, Defense Intelligence Agency, and Defense Supply Agency.*

CD: What is the "dual-use" concept?

Answer: *The policy of developing emergency systems useful both in everyday routine of government as well as during emergencies—both during peacetime or in the event of attack.*

CD: What's the advantage of dual-use?

Answer: *It gives the taxpayer double return on his investment.*

CD: Does this mean peacetime preparedness is considered as high a priority as wartime readiness?

Answer: *No. Maintaining nuclear defense for the general population is still the primary goal. A strong defense posture is a prerequisite to meaningful negotiations for a permanent peace. It's also low-cost insurance for survival, if our policy of deterrence ever fails.*

CD: What is the "On-Site Assistance" program?

Answer: *A major, continuing way to help the states and localities develop and maintain effective preparedness. Federal-state teams visit local governments, determine emergency operating needs and provide the necessary means to correct deficiencies.*

CD: What's the "all-risk" approach?

Answer: *Responding to the needs of the people by helping communities pinpoint all likely hazards which threaten life and safety—not just the nuclear threat. In a nutshell, it means total disaster preparedness.*

CD: What is "risk orientation"?

Answer: *Tailoring a community's emergency preparedness program to cope with the hazards that particular community is likely to be subjected to.*

CD: What's the military mission in the event of a national emergency?

Answer: *The Joint Chiefs of Staff, the Military Services and Defense agencies are prepared to employ available resources not engaged in essential combat, combat-support or self-survival operations to:*

- *assist civil authorities to restore order and civil control;*
- *return essential facilities to operation;*
- *prevent unnecessary loss of life;*
- *alleviate suffering; and*
- *take other actions as directed to insure national survival and a capability on the part of the Nation to continue efforts to overcome the emergency.*

U.S. Public Health Service Photo

EVACUATION—Residents of the Rio Grande River basin are evacuated by a U.S. Army helicopter when floods hit their area in September and October 1967.

Publications

The publications Mr. Davis cited are available without charge from state or local civil preparedness offices or by writing to:

U.S. Army AG Publications Center
Civil Defense Branch
2800 Eastern Blvd. (Middle River)
Baltimore, Md. 21220

DEPARTMENT OF DEFENSE

HUMAN GOALS

Our nation was founded on the principle that the individual has infinite dignity and worth. The Department of Defense, which exists to keep the Nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the serviceman, the servicewoman and the civilian employee, recognizing their individual needs, aspirations and capabilities.

The defense of the Nation requires a well-trained force, military and civilian, regular and reserve. To provide such a force we must increase the attractiveness of a career in Defense so that the service member and the civilian employee will feel the highest pride in themselves and their work, in the uniform and the military profession.

THE ATTAINMENT OF THESE GOALS REQUIRES THAT WE STRIVE ...

To attract to the defense service people with ability, dedication, and capacity for growth;

To provide opportunity for every one, military and civilian, to rise to as high a level of responsibility as possible, dependent only on individual talent and diligence;

To make military and civilian service in the Department of Defense a model of equal opportunity for all regardless of race, sex, creed or national origin, and to hold those who do business with the Department to full compliance with the policy of equal employment opportunity;

To help each service member in leaving the service to readjust to civilian life; and

To contribute to the improvement of our society, including its disadvantaged members, by greater utilization of our human and physical resources while maintaining full effectiveness in the performance of our primary mission.

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